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ABSTRACT

The purpose of this paper is to report on the role of advocacy in the urban milieu. It explores the following areas: (1) history and current status of advocacy; (2) review of some advocacy efforts; and (3) significance of the Advocate Counseling Model, a legal and therapeutic counseling model to help people to advocate for themselves. It is of vital concern to those working and participating in the urban education arena that they be appraised of this emerging area of advocacy and self-advocacy, since one of the crucial questions of the 1970's is: How well are current theories and practices equipped to handle the increasing complexity of urban educational problems? (Author)

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Self-Advocacy as a Means of Owning the Social Contract

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Paper presented at
The Second National Conference on Urban Education
"Progress and Developments"
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SELF-ADVOCACY AS A MEANS OF OWNING THE SOCIAL CONTRACT

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man HUMAN BEINGS the savage FIGHTING BACK ravaging SURVIVAL
beast WAR bursts forth DISEASE from the darkness DEATH
alone NATION STATE with mate INSTITUTIONS and offspring
CIVILIZATION to meet SELF INTEREST and communicate THE NEED
TO BE HEARD with like beings THE DIFFICULTY hunt, THE
FRUSTRATION farm, THE ANXIETY build large cities THE LACK
OF SKILLS · EDUCATION · THE FEAR · THE WITHDRAWAL · HOLD ON ·
SURVIVAL.....only to live and die
like lowing cows NOOOOOOOOOooooooooooooo.....

The purpose of this paper is to report on the role of advocacy in the urban milieu. It will explore the following areas: I) history and current status of advocacy; II) review of some advocacy efforts; and III) significance of the Advocate Counseling Model, a legal and therapeutic counseling model to help people to advocate for themselves. It is of vital concern to those working and participating in the urban education arena that they be appraised of this emerging area of advocacy and self-advocacy, since one of the crucial questions of the 1970's is: How well are current theories and practices equipped to handle the increasing complexity of urban educational problems?

PART I -- HISTORY AND CURRENT STATUS OF ADVOCACY

A Brief History of the Term "Advocate". The term "advocate" derives from the Latin advocare (Latin Dictionary for Schools. Carlton T. Lewis, Ph.D., Oxford - at the Clarendon Press, 1901, p. 40). As with so many English-American words derived from Latin, the meaning of "advocate" has changed slightly but significantly. The change is particularly significant when one considers the possibility of developing and initiating a program which would purport to advocate for any individuals with institutional problems.

Initially, the term meant "friends and supporters" and was used to designate even those who might not be friends and supporters but only potential helpers or assistants. Cicero, a famous Roman orator, born in 133 B.C., used the term to indicate "friends and supporters", "amici advocatique" (Cicero, Pro Caecina, chapter 8). It is also interesting to note that in the introduction by the translator, H. Grose Hodge, Cicero is called an advocate (page 4). This translation was made in 1927. Cicero, an Equestrian by birth and a Roman Senator by elevation, certainly fits the current English-American understanding of what an advocate is, in so much as it was his wont to utilize his considerable resources and skills as an orator to help the overtaxed and non-represented provincials who were being persecuted by fellow members of the Equestrian Order.

Titus Livius, known as Livy, another famous orator who was born in 59 B.C., in his history of Rome entitled "From the Founding of the City", used the term advocatis to indicate "those he had called to his assistance" (Livy, Book 2, Chapter 55, translation by B.O. Foster, p. 405).

Since that time, the term, in Western Civilization, has come to have a much more formal meaning. For example, in the Dutch language, the term advocaat means lawyer. In England and America, the term "advocate" appears to fall just short of meaning only one who is certified to practice before the bar in a formal court of law. For example, in Gitlow v. People of the State of New York, 69 L.Ed. 1145, the Supreme Court defined "advocacy" as follows: "Advocacy is defined in the Century Dictionary as: 1. The act of pleading for, supporting, or recommending active espousal." In another court decision, Ex parte Bernat, D.C. Wash., 255 F. 249, 432, "advocate" has been defined as follows: "'Advocate' means to speak in favor of, defend by argument, one who espouses, defends, or vindicates any cause by argument, a pleader, upholder, as in 'advocate' of the oppressed, and may be done as well through written communications, personal direction, through the public press, or through any means by which information may be disseminated, or it may be done by the adoption of sentiment expressed or arguments made by others which are distributed to others for their adoption and guidance."

Webster's Third New International Dictionary (1971) at p. 32 defines "advocate" as: "1. one that pleads the cause of another" and gives as examples the following: "we have an advocate with the Father, Jesus Christ---1 Jn 2:1"; "accepted the responsibility of acting as a personal advocate for his chief"; "2. one that argues for, defends, maintains, or recommends a cause or proposal; for example, his warmest advocates agree in this with his severest critics"; "the advocates of classical education". The term "advocacy" in the same source is defined as "1. the profession or work of an advocate; 2. the action of advocating, pleading for, or supporting;" for example, "devoting a lifetime to the advocacy of economic reforms", or "a consequence of his moving advocacy."

Current usage of the terms "advocate" or "advocacy" is common. For example, "Church activism has ebbed in recent years, after flourishing in the crisis-filled sixties, but its advocates still pursue an array of old and new issues with an ethical passion that angers many of their fellow Christians." (New York Times, Sunday, January 11, 1976, section 4, p. 20) and "In its advocacy of Western Europe's 'invisible men' and its linking of text and photographic image, 'A Seventh Man' invites comparison with 'Let Us Now Praise Famous Men', that minor American classic of the 1930's by James Agee and the photographer Walker Evens." (New York Times Book Review, January 11, 1976, p. 19). The "invisible men" referred to in the above quotation are the migrant workers of modern Western Europe whose position in that social order is similar to the provincials of Cicero's time.

It is evident that the term "advocate" as well as the term "advocacy", indicating the function of an advocate, has undergone a slight but significant change from its original meaning in Latin. Originally, the meaning was less formal indicating friendship or assistance of any kind. The present meaning of the term encompasses that of the past but would appear to include passionate commitment up to the point of verbal, written, and/or graphic confrontation. Modern English-American usage of the terms also implies the utilization by the advocate of substantial skills and resources in the process of advocacy. It is certainly identified in part with the adversary system of

practicing law by certified attorneys.

In an educational and therapeutic context, the term is often misunderstood because of this identification with adversary proceedings and potential confrontation. This has occurred in many areas because of the tendency on the part of those who would call themselves advocates for children, the aging, the developmentally disabled, etc. to allow themselves to be identified primarily with what they are against rather than what they are for. This will certainly be a problem for any program or persons which presume to function under the label of "advocate" or "advocacy". Many programs and/or persons who presently function under the rubrid of advocate or advocacy emphasize the negative or threatening nature of their role as opposed to their intentions regarding the positive nature of their impact upon individual behavior and institutional change.

Current Status of Advocacy. Although the concepts, "advocacy" and "advocate" can be traced back to ancient Roman writings and early Roman Catholic church law, it has only been in recent years that these concepts have gained in popularity across many segments of the human services professions. Advocacy efforts can be found cutting across different age groups, such as the National Center for Child Advocacy (Office of Child Development, Department of Health, Education and Welfare), Parent ACT (Advocates for Children Today) in Milwaukee, Youth Advocates and Senior Advocates (in Seattle, Washington), Nebraska Youth Advocate, and advocacy and ombudsman programs for the elderly. Such efforts also transcend radically different client groups and problem areas. Examples include: Consumer Advocates (a la Nader), Welfare Advocacy Center in Milwaukee, Nursing Home Ombudsman Programs, Citizen Advocacy, Association for Retarded Citizens, Epilepsy Foundation, Developmental Disabilities Advocacy Program, United Cerebral Palsy advocacy efforts, etc.

All of these advocacy approaches seem to emphasize a common set of activities within an intervention-service framework. They provide guidance and/or perform some instrumental or emotional service on behalf of the individuals with the assumption that

these individuals are physically, mentally and/or social-psychologically incapable of performing such services themselves. A general survey of recent literature does not change this present perception of advocacy. Such writings include: a) Adams, Berg, Berger et al, Children's Rights (1972), b) issues of Harvard Educational Review (1972, 1973), c) Kahn, Kamerman & McGowan, Child Advocacy (1973), d) National Commission on Resources for Youth, New Roles for Youth (1974), and e) Wolfensberger, Citizen Advocacy for the Handicapped, Impaired & Disadvantaged: An Overview (1972). Critical examination of these and other related writings indicate some tendency of thinkers to move toward a conceptual framework (e.g., Wolfensberger's Citizen Advocacy model). However, there is little systematic empirical research of any rigor to indicate its construct validity or conditions for success/failure nor are there studies comparing various advocacy approaches with other similar approaches. It is interesting to note that as the concept of advocacy gains in popularity, commensurate with funding, conceptual writings and empirical research have not increased in the same magnitude. With so many different advocacy efforts currently under way, there is little to distinguish an advocacy program from a non-advocacy program.

However, there are presently some advocacy approaches which can be classified as models or conceptual frameworks. Models exist which emphasize a person advocating for or on behalf of the citizen (the most common type) versus someone teaching/guiding the citizen to advocate on his/her own behalf (i.e., the Advocate Counseling Model of Brophy, Chan, Iar & Nagel, 1974). System advocacy models, focusing on legal and protective services, exist along with personal advocacy models, focusing on helping the citizen's daily needs. Wolfensberger (1972) cites many other types of advocacy -- generic advocacy, collective/corporate advocacy, group advocacy, multiple advocacy, dispersed advocacy, crisis advocacy, youth advocacy and advocate associate.

Whether we are talking about advocacy as a one to one relationship or as a system approach, we find little coordination or agreement between the advocacy groups. They would seem to be working as autonomous organizations with varying philosophies and

goals. They range in scope from several neighborhood people attempting to help a single individual to large organizations which engage in both individual and system advocacy. The methodology is as varied as the organizations. Group "sit ins" is defined as advocacy as well as the acquisition of a lawyer to "advocate" in court. We find that some groups "advocate" for themselves while other groups "advocate" for others.

Because of this multitude of approaches and philosophies, there exists a duplication of efforts. For example, the groups who advocate in the area of developmental disabilities advocate for individuals of all ages, ethnic and economic backgrounds. As a result, we find that the individual who, for example, may be retarded is conceivably the potential recipient of the same services from advocates for the aged, welfare advocates, lawyer advocates, citizen advocates and ombudsmen, as well as developmental disabilities advocates. This may, in some instances, benefit the individual but the confusion that exists in the advocacy area, along with the demise of various advocacy programs would indicate a need for greater coordination, clarity of roles and communicaton among the various organizations.

At the present time, it would appear that advocacy, for all of its forms, is still embryonic. Questions of the most basic nature are still being raised. Should advocates be a part of the institution in which they advocate or can they better serve from without? Are they "doers" or "teachers"? Are they a volunteer or a professional? Should they be expert in their field of advocacy or just concerned people? There is a glaring lack of goals aside from the all too familiar ones of normalcy, rights, dignity, etc. which can become meaningless unless defined, made explicit and formalized.

Toward a Definition of Advocacy. Our definition and scope of advocacy attempts to provide a conceptual framework from which to view the concept and its resultant activities. We begin with a value orientation about human interaction; that is, we believe that people support and help each other in times of need in the hope that eventually those helped will move towards some measure of independence and self-reliance; hence, a "least possible restrictive" environment for those helped. Without this value system

shared by those in the advocacy arena, however defined, it would be useless to progress further.

Advocacy, therefore, is a word which describes an attempt to match/share the perceived greater resources of one individual/group or system with the dearth of those resources of another person/group or system; the end goal being to achieve maximal potential via participation, independence, productivity, affirmative assertiveness and responsibility in society. The resource may be knowledge, skills, wealth, goods, transportation, experience, intelligence. So may be the needs.

The term "use of resources" is used intentionally to include a variety of roles between those with greater resources and those with lesser resources. Specifically, the advocate (greater resources) may engage in two general roles with an individual or group in need (those with lesser resources). From the perspective of the needy individual/group, note that these two roles assume a continuum with dependence and minimal input by the individual/group on one end to the independence and maximal input on the other end. They are:

1. ADVOCACY ON BEHALF OF -- this means the advocate represents the interests of (advocates for) the individual/group; the assumption is that the individual/group is not currently capable of handling certain needs, problems and issues.
2. SELF-ADVOCACY -- this means the advocate helps the individual/group partially in handling needs, problems and issues, while attempting to teach the individual/group to identify the needs, problems and issues and move towards self-initiated solutions; the assumption is that the individual/group is capable of learning and handling some problem identification and solution but needs varying degrees of support or help.

In short, we see advocacy as:

AN INDIVIDUAL/GROUP OR SYSTEM WITH PERCEIVED GREATER RESOURCES WHICH REPRESENTS AND/OR INSTRUCTS SELF-INITIATED PROBLEM SOLVING EFFORTS OF ANOTHER INDIVIDUAL/GROUP OR SYSTEM WITH LESSER RESOURCES.

Advocacy in the above definition is a twofold process: (1) involving matching and sharing between greater to lesser resource units, and (2) involving an implementation process with a variety of representing and self-advocacy instructional roles. We see the above formula as providing a larger frame of reference from which to view advocacy; that is, there is a continuum whereby advocates perform services for or on behalf of individuals to advocates performing some services while instructing individuals to problem-solve for themselves.

Many of the current activities of advocacy groups fall into the ADVOCACY ON BEHALF OF category as opposed to the SELF-ADVOCACY category. For example, legislative advocates and consumer advocates attempt to promote statutory and policy changes on behalf of particular groups. In this sense, all administrative agencies, community boards and service providers are advocates. However, if we value the notion that all individuals should have the right to move toward some measure of independence, self-reliance, assertiveness and responsibility, then there should be some way of determining how much representing or advocating on behalf of an individual is necessary and essential. We feel that a specially created and designated advocate for any particular group(s)/ individuals(s) should be one who identifies resource gaps which are not presently being met adequately or at all by agents, who bear such responsibility. The advocate on this redefined level initiates action by showing how or by making a referral. He/she puts the burden on the individual or the family or the community. He/she does <u>not</u> perform advocacy. His/her ultimate goal is to put him/herself out of business. His/her immediate goal is to help the individual in such a way that he/she will be able to replicate the problem-solving process with minimal or no help from the advocate in future situations.

Advocates in the SELF-ADVOCACY level will have the difficult task of identifying the needs and problem areas of individuals/groups and teaching them ways they can advocate for themselves. More detailed information about the structure and functions of advocacy discussed above can be found in the <u>Developmental Disabilities Advocacy Project</u> by Chan et al (1976).

The Inclusion of System Advocacy and Personal Advocacy Within This New Definition. The concepts, "system advocacy" and "personal advocacy", are used in the literature by many groups usually to differentiate the impact levels of advocacy. The former concept means that some individual or group advocate would impact upon a system in order to promote change for a group. The latter concept means that some individual advocate would impact upon an individual or system in order to promote change for a particular person. Other names for system advocacy are: organizational advocacy, class advocacy, interest group politics and issue-oriented advocacy. Differences between system and personal advocacies are noticeable in terms of the initiator of the advocacy efforts, the recipient of advocacy efforts (target), the beneficiary of the advocacy efforts, and the problem identification-solution time line.

For system advocacy, the initiator may be an individual or group who starts the advocacy procedures. the recipient or target of the advocacy is usually some system or institution(s) which is not currently responsive to the needs of the particular group or category of persons and the beneficiary is that group or category of persons. The time taken for such advocacy on the systems-change level varies greatly. However, because changes are often sought at the statutory, rules and regulations, and administrative memoranda levels, the time taken for such accomplishments is generally six months to several years. In addition, there is also the problem of institutional lag, whereby legislative or judicial changes take considerable time to filter through the various agency levels for implementation and appropriate service to the individuals for which the advocating is being performed. Such changes are often mitigated by problems of continuity of enforcement.

Individual or personal advocacy, on the other hand, distinguishes itself by having one person as an advocate initiator and one person as the beneficiary of the advocacy actions. Depending upon the particular need and problem, the recipient of advocacy efforts could be (a) the individual, if the need and problem involves directly and solely

the individual, or (b) the institution or system, if the need and problem involves the services by an institution to the individual person. The problem indentification and solution time line for personal advocacy efforts is generally short, relative to system efforts. It also follows logically that those in system advocacy choose problems and issues of a more universal nature affecting a particular group, and those in personal advocacy choose problem of a more episodic nature affecting an individual person.

PART II - REVIEW OF SOME ADVOCACY EFFORTS

It would be fruitless to cite and describe every effort which has the label of advocacy. Not all of these efforts are obtainable and can be described. The term "advocacy effort" is intentionally used because of the chaotic status of this field. Four advocacy efforts which have some semblance of providing a conceptual framework are: Advocacy for the Aged, Citizen Advocacy a la Wolfensberger, Ombudsmen and Advocate Counseling. Three other advocacy efforts represent concerned organizations or practices without conceptual frameworks or theories. These seven efforts are depicted in Table I according to advocate activities/roles and areas of advocacy impact. One effort, Citizen Advocacy, focuses mainly on personal advocacy, that is, solving client self-needs and the client's family/loved ones' needs. Other approaches, such as Child Advocacy and the Association for Retarded Citizens, United Cerebral Palsy and Epilepsy Foundation, have a broader spectrum and focus on both personal advocacy and system advocacy. Two methods focus heavily on system advocacy, attempting to impact and change the local, state and federal institutions for the benefit of their clients. These are Lawyer Advocacy and Advocate Counseling. There are vast differences between these two approaches and these will be discussed later; however, for now, it is very apparent that the Lawyer Advocacy approach sttempts to provide legal service on behalf of the client, whereas in Advocate Counseling, much responsibility for the actual solution of the problem is placed upon the client and his/her friends. The Ombudsman approach seems to focus on

both personal and system advocacies, helping to solve problems concerning some client self-needs and family needs, as well as some institutional needs. Advocacy for the Aging also seems to encompass many strategies which impact upon both personal and system problems.

It is also important to note which approaches emphasize the performance of some advocacy service for the client, as opposed to the approaches which emphasize the teaching and learning of problem-solving skills.

TABLE I

TYPICAL ADVOCACY EFFORTS

POTENTIAL AREAS OF ADVOCACY IMPACT	Potential Advocate Roles: Advocate "Does" for Individual	Potential Advocate Roles: Advocate Teaches Individual (Self-Advocacy)
Client's Self Needs	AA, CA, O, ChA, ARC/UCP/EF	CA, ARC/UCP/EF
Client's Family/Loved Ones Needs	AA, CA, ChA, ARC/UCP/EF	CA, ARC/UCP/EF
Local Institutional Service	AA, CA, O, LA, ChA, ARC/UCP/EF	CA, ACM
Local Institutional Policy	O, LA, ChA, ARC/UCP/EF	ACM
Local Institutional Ordinance	AA, LA, ChA, ARC/UCP/EF	ACM
Local Institutional Litigation	AA, LA, ChA, ARC/UCP/EF	---
State Institutional Service	AA, O, LA, ChA, ARC/UCP, EF	ACM
State Institutional Policy	AA, O, LA, ChA, ARC/UCP/EV	ACM
State Institutional Legislation	LA, ChA, ARC/UCP/EF	ACM
State Institutional Litigation	AA, LA, ChA, ARC/UCP/EF	---
Federal Institutional Service	AA, LA, ChA	ACM
Federal Institutional Policy	AA, LA, ChA, ARC/UCP/EF	ACM
Federal Institutional Litigation	AA, LA, ChA, ARC/UCP/EF	---

Legend

AA = Advocacy for Aging
CA = Citizen Advocacy
O = Ombudsman
ACM = Advocate Counseling Model
LA = Lawyer Advocacy
ChA = Child Advocacy
ARC = Assoc. for Retarded Citizens
UCP = United Cerebral Palsy
EF = Epilepsy Foundation

1. Advocacy for Aging. --- The major source of information for this effort comes from Advocacy in the Field of Aging (1975), a report by the U.S. Human Resources Corporation.

Advocacy "on behalf of" the elderly consists primarily of interest group politics; i.e., the interaction of one group with another to achieve a goal. It can be in the form of a group who represents the elderly or a group of elderly citizens representing themselves. Its goal is to link older people and services together.

These interest groups may seek to influence and/or pressure both government and business through the writing of letters, marches, protests, boycotts and speeches. Recently, the local, state and federal governments have had the following problems brought to their attention via group pressure: elderly citizens' dissatisfaction with cuts in welfare and medicaid, the desire for an increase in social security benefits, and the desire for lower income/sales taxes and transit fares.

Businesses have been approached to cut prices on food for the elderly. Banks have been asked to provide lower checking account and loan rates for the elderly.

Recently, professional people representing minority groups approached the White House Conference on Aging to make known the program needs for Black, Asian and Spanish speaking senior citizens.

Personal advocacy for the elderly deals mainly with everyday concerns, such as: 1) correcting or updating of resource files, 2) providing information about available services and agencies, 3) providing escort services, and 4) correcting agency errors in regard to specific cases.

In essence, advocacy for the elderly, in whatever form, is the working and pleading on behalf of older people for services that are at present non-existent or unavailable to them rather than those forms of advocacy services which help the older person to advocate for him/herself, hence become more independent.

The recently approved amendments to the Older Americans Act of 1965 (P.L. 94-135, November 28, 1975) provide a requirement that "Every State plan shall provide for the

establishment or maintenance of programs (including related training) for the provision of some or all of the following services designed to assist older persons (i.e., 55 years of age and older) in leading independent lives and avoiding unnecessary institutionalization". The Programs include "(3) legal and other counseling services, and assistance programs, including tax counseling and assistance and financial counseling, for older persons."

2. Citizen Advocacy. --- The citizen advocate as outlined in W. Wolfensberger's Citizen Advocacy for the Handicapped, Impaired & Disadvantaged: An Overview (1972) is one who provides for both the "physical and emotional" needs of another. The citizen advocate is "...a mature, competent citizen volunteer representing, as if they were his own, the interests of another citizen who is impaired in his instrumental competency, or who has major expressive needs which are likely to be unmet without special intervention."

Wolfensberger identifies other forms of advocacy:

a. Generic: Advocacy for an entire category of persons -- (e.g., Ralph Nader);

b. Collective or corporate: a group of individuals represent the interests of an entire category of persons -- (e.g., A.R.C.s);

c. Group Advocacy: usually informal group of citizens who serve as a "watch dog group" for another group -- (e.g., Church group who 'adopts' individuals in nursing home.);

d. Multiple Advocacy: a citizen who advocates for more than one individual -- ;

e. Dispersed Advocacy: several advocates for one citizen -- ;

f. Youth Advocacy: a youth serves as an advocate for another youth -- ;

g. Advocate Associate: an individual who works within an agency and promotes change from within that agency -- .

These citizens when they become advocates should think of their commitment as long term associations. They adopt the strategy of "minimal advocacy" or that position which allows the persons for whom they are advocating to do as much as possible on his/her own. The advocate, usually a volunteer, may be thought of as a friend who is there in need.

3. Ombudsman. --- The source of information for this "advocacy" effort comes from P. Linnane's Ombudsman for Nursing Homes: Structure & Process (1974). The ombudsman's role when contrasted to that of the advocate is similar in nature to that which is characterized as "Advocacy on Behalf of". It is the role of the ombudsman to examine complaints and to act on those legitimate complaints in such a manner as to bring about a just conclusion to the citizen/s problem by means of acquiring a service or securing a change in institutional policy. In the capacity of an advocate, it is not the role of the ombudsman to instruct. Although he is interacting with an individual in need, when the need no longer exists the relationship is terminated. It is his goal to provide for fair treatment to citizens and to give the citizen a sense of participation in the problem solving process.

The ombudsman, in his capacity as representative, does not have the power to make or reverse administrative actions. His power for change lies in his ability to criticize and publicize that which is unjust. Ideally, the ombudsman is characterized by impartiality, political independence and expertise in government which might place him in an unique position as a citizen representative.

Successful ombudsman activity calls for a substantial power base inside the system. Historically, the ombudsman is appointed by a top official in government or an institution with responsibilities only to that person and authority to "cut red tape" on behalf of those who are confused by institutional or governmental policy and/or procedures.

The concept has been misused by some officials (notably in the business world) by calling their public relations persons ombudsmen. In other cases, the appointment of

an ombudsman has been used to placate groups who have organized around a particular problem. In this case, the "ombudsman" serves as a buffer between the group(s) and the high officials.

Initially, ombudsmen were elder statesmen respected, experienced and knowledgeable in the workings of whatever context to which they were appointed. Of late, some programs have been initiated with persons of varying age and previous experience.

Research in the area of ombudsmanry is lacking and the traditional process by which an ombudsman works in informal and unstructured. Hence, research data has been difficult to obtain.

4. Lawyer Advocacy --- Advocacy by lawyers is legal advocacy on behalf of an individual or class of individuals. Black's Law Dictionary defines "lawyer" as "a person learned in the law; as an attorney, counsel, or solicitor; a person licensed to practice law." Also "any person who, for fee or reward, prosecutes or defends causes in courts of record or other judicial tribunals of the United States, or of any of the states, or whose business it is to give legal advice in relation to any cause or matter whatever. Act of July 13, 1966, article 9 (14 St. at Large, 121)".

A lawyer represents another person or persons who has been injured by some action or inaction. A lawyer may perform a number of functions requiring some knowledge of the law. Many but not all of these functions have to do directly with litigation.

The literature reveals that these lawyer advocates are few in number in most areas and as yet are not as well known as some of the other advocacy participants. Primary among the organizations utilizing advocacy by lawyers is the Mental Health Law Project.

The Lawyer Advocate may come in contact with a client on a "walk in" basis but as is usually the case the client is referred by someone else. The Lawyer Advocate may represent the client's individual needs where the problem is unique to the client or, where a whole class of persons can be identified, a class action suit may be attempted.

The client referrals are usually via other advocacy programs, e.g., A.R.C. or professional agencies.

5. Child Advocacy. --- Major sources for this effort are many; however, several references will be cited here: a) Advocacy For Children (1972, 1974 issues), b) Various Developments in Child Advocacy as Currently Practiced Through the U.S. by J. Reynolds (1975), c) Children Today (1972 issue), d) Child Advocacy Systems: A Baseline Study (1971), e) A National Citizens Advocacy Model For Mentally Retarded Children (1972), and f) Child and Family Services of New Hampshire (1971-1974). Child advocacy is another system which represents the "On Behalf Of" form of advocacy. Its goals are 1) to improve programs for children, 2) to assure that children or groups of children gain access to needed services, entitlements and help, and 3) to improve conditions which impede or may impede growth and development. Advocacy programs for children are many and diverse. They range from the National Center for Child Advocacy to state level organizations, such as the Kentucky Commission on Children and Youth, to neighborhood organizations comprised of parents, youth and community church groups.

In Philadelphia, the Child Rights Center is an example of a neighborhood advocacy organization. It is their desire to expand and improve the service delivery system which now exists. Their method is to develop the capabilities of neighborhood parents, youth and community residents in general. They desire to advocate for delivery of services and, when necessary, service or system change. Ultimately, they would like to develop a model for child advocacy which could be instituted in communities elsewhere.

The Child Rights Center's proposal is similar to the stated objectives of the Department of Health, Education and Welfare. In outlining what they feel to be necessary for adequate child advocacy, D.H.E.W. has focused on : 1) improvement of institutional functioning, 2) utilization of neighborhood residents serving as advocates, 3) church group involvement, 4) advocacy as part of decision-making bodies of established organizations, 5) emphasis on institutional change in schools, clinics, recreational facilities and residential institutions, 6) emphasis on parent and citizen involvement, 7) the teaching of relevant laws to young people and parents, and

8) the establishment of state offices for children to provide an articulate focus for their needs. Organizations for child advocacy are seen to overlap in service. Children with handicaps are recipients of services from national organizations, e.g., United Cerebral Palsy Association, National Easter Seal Society and the National Association for Retarded Citizens.

Taken as a group, children would appear to have as much or more attention from advocacy efforts "On Behalf Of" than most groups.

6. Association for Retarded Citizens (A.R.C.), United Cerebral Palsy Association (U.C.P.A.) and Epilepsy Foundation of America (E.F.A.). Primary sources of information for these three organizations come from a) Implementation of Citizen Advocacy Through State and Local ARCs (1974), b) H.W. Benson's paper, "A Look to the Future" (1975), and c) H. Sands' paper, "Advocacy: A Method to Remove the Stigma From Epilepsy" (1974).

The A.R.C.s advocacy program closely parallel the citizen advocacy model as outlined by Wolfensberger. The advocate is a volunteer who acts as a friend and advisor to the individual in need.

The A.R.C.s also engage in "corporate" advocacy where, as a group, the local A.R.C. represents the retarded citizen's rights on a given issue. On occasion, the services of a lawyer are required and secured. In the Milwaukee Chapter, there is an attempt to match the advocate and the protege for similar interests and background. The new advocate receives training in the nature of advocacy, its expectations and the nature of mental retardation. The protege's progress is monitored periodically and assessed for progress in specified areas.

The efforts advanced by the U.C.P.A. and E.F.A. are mainly at the level of awareness building and issue generating. For example, Benson's paper addresses itself to the need for advocacy on behalf of cerebral palsied children and youth for preventative purposes. He is concerned with both personal and system advocacy. Sands' paper focuses

on the need to remove the stigma from being epileptic and emphasizes the use of various advocacy procedures on behalf of these individuals. Not only should this stigma be removed from the epileptic individual but above all the stigma about these individuals must be removed from society. Advocacy via protective laws, monitoring and legal intervention are emphasized.

Advocacy by these groups has been supplemented on the national level by the activities of the Mental Health Law Project, as an interdisciplinary public-interest organization devoted to protecting the legal rights of the mentally handicapped (and those so labeled). This group is sponsored by the American Civil Liberties Union Foundation, the American Orthopsychiatric Association and the Center for Law and Society Policy.

7. - Advocate Counseling. --- The information for this effort comes from two articles: a) The Advocate Counseling Model: Part I - Conceptual Framework, 1974, by M. Brophy, A. Chan and B. Mar, and b) The Advocate Counseling Model: Part II - The Process, 1974, by M. Brophy, A. Chan and R. Nagel.

The goal of the Advocate Counseling Model is to help people to assert maximum control over their own lives. The process described by this counseling model is focused on helping citizens/clients develop affirmatively assertive skills that will enable them to deal more effectively with dysfunctional institutional-individual interactions. Unlike other advocacy methods such as Child Advocacy, Lawyer Advocacy, Citizen Advocacy, et al., Advocate Counseling places primary emphasis on teaching and helping individuals to advocate for themselves so that they will ultimately be able to replicate, consistent with their capabilities and potential, the behaviors and methods utilized without the help of the Advocate Counselor.

This method is based upon the assumption that all human beings desire maximum capability for impacting upon those elements of the social order which effect their behavior. It posits institutions as a manifestation of a larger social contract. Institutions are perceived as entities created and sustained by agreements or contracts between

individuals and groups or individuals and government for the purpose of serving some human need consistent with the security for all. Further, as institutions survive the generations which brought them into being, the values represented by the agreements which brought them into being are imposed on succeeding generations. The role of the Advocate Counselor is to help individuals and groups maximize their impact upon the institutions in such a way that the institutions remain pertinent in their efforts to meet the needs of those persons which they were established to serve. In this respect, the process is geared to help institutions become stronger as they become relevant and responsive.

Institutions are perceived as the result of formal and informal agreements which culminate in the delivery of a service consistent with social order and security. Institutions must conform to standards of substantive and procedural due process consistent with the explicitly expressed concerns of the population served. Too often the needs for security of those who are employed by the institution conflict with the changing needs of those whom the institution was established to serve. This is understandable, but the ultimately socially destructive attitude on the part of some institutional employees often has a "chilling"effect on the due process by which the needs and grievances of individual clients and their friends are resolved.

This Model views the citizen/client as a hurting person who, in interaction with the institution, has not received adequate services and needs guidance a) to solve this immediate problem, short of litigation, b) to feel more in control of handling institutions, not destroying them, and c) to learn more about institutional behaviors as well as his/her own capabilities, rather than to be intimidated by institutions. The Model attempts a) to utilize the dysfunctional institutional problem as the citizen's own personal, living-learning laboratory, b) to intensify/amplify the citizen's thought process and feelings in order to generate citizen assertiveness and action, c) to teach citizens to utilize effectively administrative procedures of due process, and d) to reinforce positive practical research, reading and writing skills. The flowchart

presented in Figure 1 illustrates the various steps of the counseling process. Emphasis is placed upon three distinct but overlapping phases: 1) the Education Phase, 2) the Facilitation Phase, and 3) the Implementation Phase.

INSERT FIGURE 1 HERE.

This approach relies on the skillful application of accurate, up-to-date, primary source information regarding institutions and their functioning, together with the elements of therapeutic counseling, such as empathy, warmth, respect, confrontation and assertive training. Operationally, the Model functions according to the schema in Figure 2.

INSERT FIGURE 2 HERE.

Using the law as the highest authority, the Model teaches the citizen to look for discrepencies in the implementation of policies by institutional personnel and how to effectively utilize administrative procedures of due process. Much of this legal research education is done in an Information Resource Center, an action-oriented research facility containing primary and secondary source materials including statutes, relevant case law, rules and regulations, administrative memoranda and operational rules of various institutions. Individuals are taught how to utilize this facility, how to define the institutional problem, how to construct their own exhaustive list of alternatives and consequences, and how to implement the alternative of their choice. Because these are new behaviors for most people, the Model is also geared to handle conflicts and changes in thought processes, feelings, values and other personal-social insights.

The Advocate Counselor, as a helper, utilizes the skills of an educator, facilitator and implementor in aiding the individual to obtain better and/or needed services from the institution. Such a helping person also maintains and make accessible to the citizens and their friends information from legislation, litigation and administrative memoranda.

Figure 1

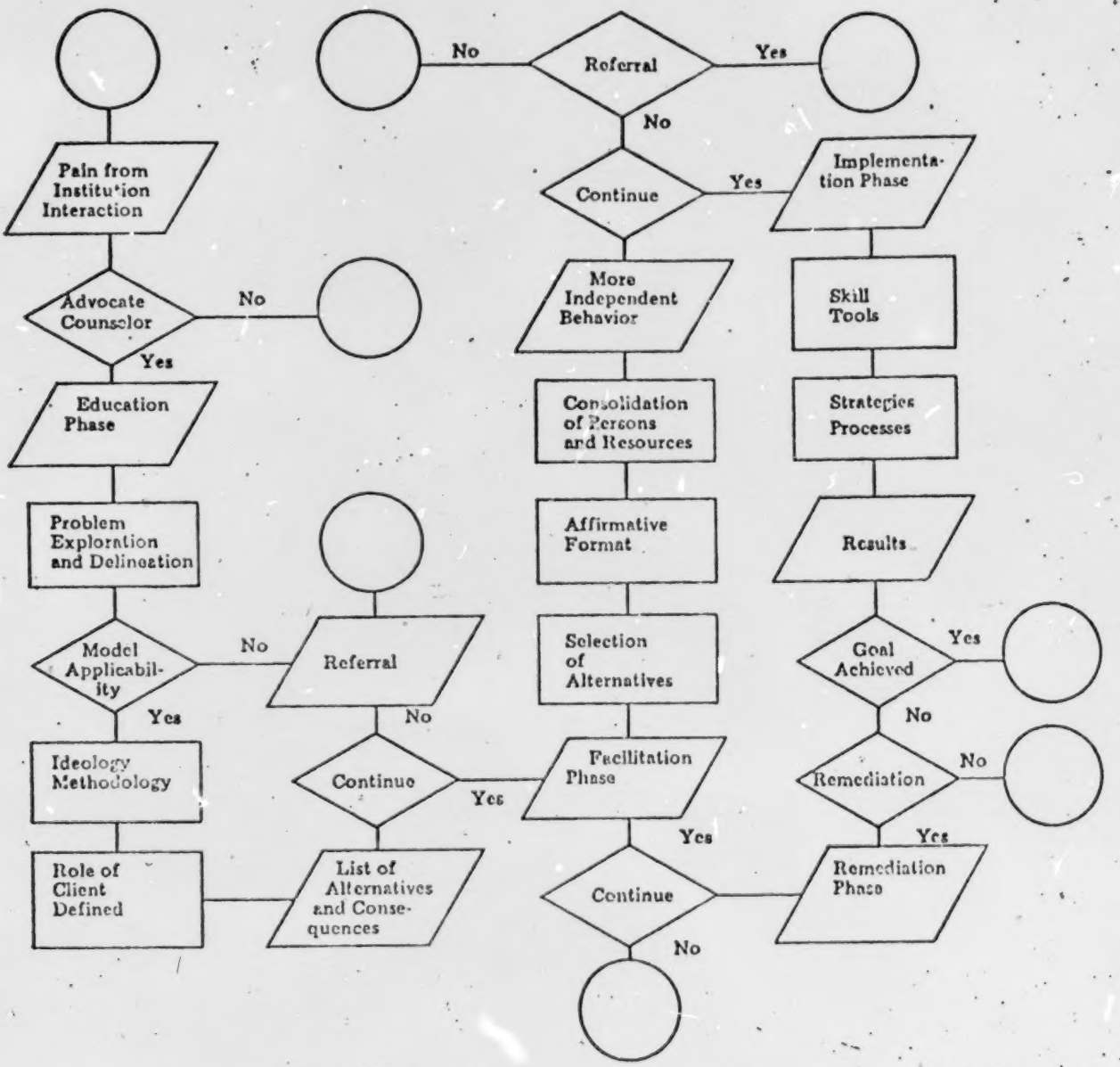

FIGURE 1: Flowchart of the Advocate Counseling Process.

Figure 2

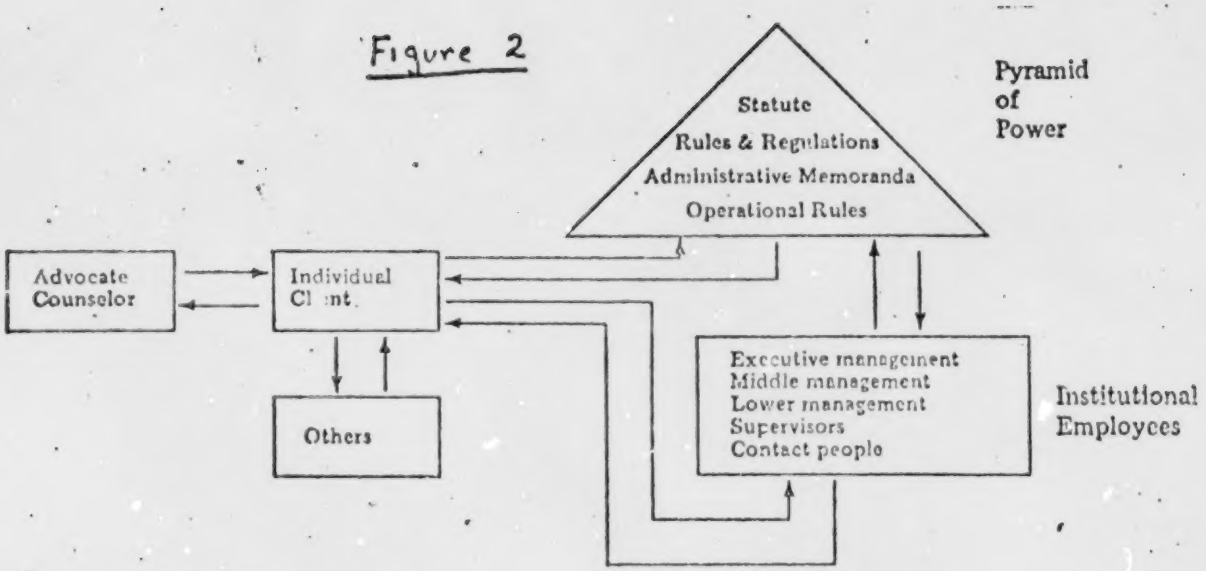

Figure 2. The Operational Model of Advocate Counseling

Figure 3

ANTECEDENTS	BEHAVIOR	CONSEQUENCES	THOUGHTS, FEELINGS
I. Institution-mediated cues; dysfunctional institution-individual incident	Client attempts solutions (before Advocate Counseling)	Institution responds negatively	Client feels bad, impotent, blames and belittles self, feels frustrated and anxious
II. Institution-mediated cues; dysfunctional institution-individual incident	Client attempts assertive counter-control skills (during, after Advocate Counseling)	Institution/institutional employee responds positively	Client feels good, potent, feels he/she can be assertive, wants to assert control over other areas of life

Figure 3. Behavioral Analysis of Client Before and After Advocate Counseling.

It is a primary function of the Advocate Counselor to insure that information disseminated to individuals be as current as possible and that these citizens have an opportunity to ask questions and fully understand the information. Whenever possible, citizens should also be given dated copies of relevant primary source information and/or specially prepared, dated memoranda on subjects relevant to their stated problem(s). This accurate inforamtion on which the credibility of the advocate counselor ultimately rests, easy accessibility of the service on a 24 hour basis, periodic follow-up and citizen referrals are the chief outreach mechanism of the advocate counselor. With this method of advocacy, it is appropriate for either the advocate counselor or the individual who has a problem to initiate a contact.

It is the Model's assertion, exemplified in Figure 3, that engaging in these action-oriented procedures is far more meaningful personally, educationally, psychologically and politically to people than certain present alternatives. Therapeutic counseling or psychotherapy alone, despite the plethora of approaches, tends to focus on feelings and peraonal-interpersonal difficulties, not institutional problems. Going to a third-party advocate, such as an attorney, a public official or an issue-oriented action group, serves to reinforce the tendency of people to let others advocate on their behalf, creating an undesirable dependency relationship. This is why a distinction is made in the Model that the individual learn how to advocate on his/her own behalf (become a client-advocate), rather than let others advocate for him/her (See Figure 3).

Within the urban milieu, this model has been utilized in the following problem areas: landlord-tenant; employer-employee; insurance; institutional racism/sexism; welfare; retail/consumer; educational services including elementary/secondary/college; municipal, county, state and federal services; veterans affairs; military service; and corrections.

PART III - RELATIONSHIP OF SELF-ADVOCACY TO THE SOCIAL CONTRACT

From Epicurus to Hobbes, Locke and Rousseau, the theory of the social contract has served as a vehicle by which to describe the progress of human beings toward the achievement

of civilization. However, in that civilization called the United States of America, the urban milieu has come under question. It has been called a breeding ground for spiritual corruption, environmental pollution and human degradation. Some have seen the urban milieu manifested only by a blur of inventions and a priority on newness. Others, harkening to the words of Jefferson, are calling the urban environs dead or dying and are looking to a quasi-r ral emigration along concrete and steel strips. Still others have characterized the present state of the social order in terms of a feeling of growing alienation and powerlessness of people stemming from their inability to control minor contingencies in their lives, as suggested by Brophy, Chan, and Screven (1976).

Social contract theory postulates human beings as coming together to form societies toward the end of securing themselves from physical harm from outside the society and providing the necessities (i.e., food, water, order, etc.) required for physical survival. Within that context, agreements (i.e., contracts) are consumated between individuals and small groups in the society in order to insure their survival. As the society becomes increasingly complex via these agreements between individuals and groups, it becomes necessary to form a body which will resolve questions concerning the various contracts. Such a body develops in line with the needs and desires of the individuals in society. This entity is called the State and is generally the result of a contract. In modern times, this contract has become a formal written document, often called a constitution, between those who become the primary representatives of the values of the state (i.e., the rulers) or government and individuals. Agreements between the people and the government are called laws.

Hobbes found the social contract to be necessary in view of man's anarchistic tendencies. Therefore, man gave up liberty in pursuit of security, and accepted the absolute rule of the state, entering into a covenant "of every man with every man... [T]he multitude so united in one person, is called a commonwealth,...to which we owe under the immortal God our peace and defense." The essence of the commonwealth is the

mutual use of "the strength and means of all, as he [the sovereign] shall think expedient, for their peace and common defense." (Thomas Hobbes, Leviathan, Part II, Ch. XVII).

For Locke, the state of nature was not a state of anarchy so much as inconvenience because "men were judges in their own cases." In contrast to Hobbes' absolute state, Locke's theory emphasized the civil community, a democratic compact of individuals established not only to create civil order but to protect those natural rights which Hobbes would sacrifice for the sake of order. In Locke's Civil Government, political power is described as "a right of making laws with penalties of death, and consequently all less penalties, for the regulating and preserving of property, and of employing the force of the community in the execution of such laws, and in the defense of the commonwealth from foreign injury, and all this for the public good." (Chapter 1).

The institutions of a civilization manifest the values and represent the stipulations of the social contract at any given point in time. An institution is "a system or body of usages, laws, or regulations, of extensive and recurring operation, containing within itself an organism by which it effects its own independent action, continuance, and generally its own further development. Its object is to generate, effect, regulate, or sanction a succession of acts, transactions, or products of a peculiar kind or class." (Lieber, (1874) p. 300).

As institutions survive the generations which created them, the values of those who brought them into being are imposed on succeeding generations. As institutions become further removed in time from those who initiated them they tend to take on an aura of historical sanctity; hence, institutions tend to present a spector of infallibility to most individual citizens who must deal with them.

Public Institutions are entities created and sustained by agreements/contracts between individuals or groups of individuals and government for the purpose of serving some human need within the larger social contract. Initially, public institutions were related primarily to survival, e.g., seeking and retaining a source of food, procreation, defense of a home territory, etc. In modern times, public institutions are related to many sophisticated kinds of needs and services. A public institution, therefore, is

an entity established by agreement (i.e., contract) between the individual citizens and the government (making it a lawful or legal entity) for the purpose of serving some desire articulated by individuals. Public institutions are the reservoirs of the values which are determined by these agreements between the government and individual citizens.

Private Institutions are entities which are initially created and sustained by agreements/contracts between individuals for the purpose of serving some human need. Where the function of such institutions is consistent with social order and security, regulatory involvement by the government of the state tends to be minimal. However, where government controls the medium of exchange (i.e., money), even private institutions are minimally regulated prior to the time in which they begin to implement their goals. As they proceed to implement their goals, government tends to take a regulatory interest via the law, relative to their ability to deliver goods and services to individuals and groups.

The contemporary urban milieu with its plethora of institutions represents the most complex manifestation of the social contract. Unlike the social order of the hunter or the farmer which maximizes the independence of individuals or small groups and minimizes the dependence on and necessity for agreements/contracts with significant others, the modern urban milieu maximizes dependence.

Dependence on significant others has had the effect of depriving urban dwellers of that sense of independence and strength which allowed them to conquer the frontier and build cities. These significant others who thrive on and encourage the passive dependency of their fellows include Medical Doctors for health, Policemen for security, Lawyers for justice, Professional Educators for learning and certification of intelligence, and Institutional Employees of all kinds for those services which maintain urban living.

These advocates of passive dependence and social order without dissent have set a tone in which advocacy is the purview only of the professional. Lawyers, Social Workers, Ombudsmen, Citizen Advocates, Consumer Advocates, Child Advocates, Advocates for the Aging, etc. -- all advocate on behalf of others thereby creating a continuation of dependency and lack of control, ultimately furthering citizen alienation.

In contrast, the social contract of the hunter and the farmer posits human beings primarily as a function of nature. It was essential that people reach an understanding with and knowledge of nature as a first premise of any social contract which would allow them to survive. Only after these stipulations were understood, did it become expedient for human beings to concern themselves with agreements/contracts involving larger numbers of people.

The social contract of the modern urban milieu posits human beings primarily as a function of other human beings, not primarily as a function of nature. As people have learned to manipulate the resources of nature, urban persons become less involved in the direct production of the essentials of survival and more involved in the production and commerce revolving around the effort to manipualte these resources.

In any environment, control over one's life is determined by one's knowledge of the consequences of contingencies and the ability to act effectively on that knowledge. In an urban environment, control over one's life is dependent on one's ability to speak for or advocate for oneself. To be an effective self-advocate, affirmative assertive behavior patterns must be developed and learned. Progress, manifested by a blur of inventions with a priority on newness, has become the catchword for urban people. The production and acquisition of material good resulting from the manipulation of resources has become, for such people, the primary goal of the social order. Surrounded in an urban environment by the results of this manipulative and inventive process, people become less clined to relate the specifics of that environment to nature or some significant other. The skills of affirmative assertive behavior by which human beings through motivational activity have survived and achieved security become secondary. In the modern urban milieu, they have become dependent and passive under the manifest pressures of progress.

In this dependent and passive state, the institutions which embody the history and values by which people define themselves and their social order become stale and representative only of an inability to cope. In the absence of constant input from individuals

with the knowledge and skills to have significant impact, many public and private institutions become a haven for greed, avarice, and human service professionals who are trained to reinforce passive and dependent modes of behavior.

The Advocate Counseling Model, developed by Brophy, Chan et al. (1974), attempts to help citizens gain maximum control over their lives; specifically, it focuses on teaching self-advocacy skills enabling citizens to continually educate themselves by dealing more effectively with dysfunctional institutional-individual exchanges. Derived from therapeutic counseling and legal roots, this helping model for educator-counselors views the citizen/client as a hurting person who, in interaction with the institution, has not received adequate services and needs guidance a) to solve this immediate problem, short of litigation, b) to feel more in control of handling institutions, not destroying them, and c) to learn more about institutional behaviors as well as his/her own capabilities, rather than to be intimidated by institutions.

According to this model, institutions are perceived as the result of formal and informal agreements which culminate in the delivery of a service consistent with social order and security. Both public and private institutions must conform to standards of substantive and procedural due process consistent with the explicitly expressed concerns of the population served. Often the needs for security by those who are employed by the institution conflict with the changing needs of those whom the institution was established to serve. This frequently results in a "chilling" effect on the due process by which the needs and grievances of individual clients and their friends are resolved.

The Advocate Counseling Model is the only therapeutic counseling model which helps people to advocate for themselves. It is particularly significant for the urban milieu in that it provides a method for citizens to regain ownership of the social contract. In the writing of philosophers who articulated social contract theory, persons gave up what was by nature or inheritance theirs in order to secure some higher benefit. In the theory of Hobbes, for example, man gave up liberty for security; in that of Locke, he gave up the right to punish wrongdoing and to take reparations in order to preserve the

"public good". With Rousseau, emphasis was placed on the community as the arena in which human happiness is fulfilled. Rousseau noted that the community, therefore, needed to be simple enough to be intelligible to a citizen and small enough to enable him to take a full and equal part in its governing. The alternative is a vast community with a complex economy together with a hierarchy and inequality in which the great majority of citizens remain passive and are inevitably controlled and exploited by the active few.

The development of American society over the past two hundred years has seen a movement from Rousseau's "small community" (e.g., rural) in which each citizen may participate fully, to the "vast community" (e.g., urban) where one faces the challenge of a confusing hierarchy of bureaucratic function and dysfunction resulting from lack of personal accountability. Individual citizens are rejecting this state of affairs and are demanding that public and private institutions provide those services for which they were created in a manner consistent with effectiveness and efficiency. For a social order to remain viable and vital over a long period of time, the individuals in each new generation must learn the skills necessary to change the value/stipulations of the Social Contract. These value/stipulations are contained in the institutions which manifest them as goods and services. The Advocate Counseling Model provides a mechanism by which the citizens of each new generation can impact upon institutions in such a way as to change them consistent with their new needs. It provides a method by which each new generation can own the social contract.

A second consequence of the Advocate Counseling Model is the strengthening of institutions. History identifies the movement from the service of noble purpose to the service of self-interest as common to the life of institutions. The service of self-interest is frequently accompanied by increased bureaucratization or purtifaction of structure. Ultimately that development results in sufficient rigidity so as to make the institution unresponsive to those who need its benefits. As a consequence of Advocate Counseling, institutions are strengthened by their continual need to demonstrate accountability to those they were established to serve. Institutions come to have the strength of flexibility rather than that of rigidity.

This model placed in the hands of every citizen transforms an urban populace into a conservation corps with the tools to secure what has already been provided by law, and the equipment to access information systems and educational facilities established for the benefit of the citizenry. One might conclude that effective and widespread use of this model would revitalize institutions so that their overthrow or replacement would be unnecessary. In the case of those institutions which are inadequate to serve their purpose, or whose purposes are themselves inadequate, the model in the hands of a citizenry educated to use it would be the basis for securing more adequate institutions.

A third consequence of the Advocate Counseling Model is that it strengthens the viability of individual citizens. Rousseau's reservations about the complexity of society is aptly associated with urban America where the individual citizen feels dominated by faceless servants in unidentifiable seats of power whom he can neither confront nor control. That is to say, he sees himself as powerless against those hired to be his servants, indeed a master imprisoned in the system by the slaves. As a result, he may attempt to organize other such powerless persons to confront the institution which refuses to serve him. Or he may succumb to his apathy, conceding that he is caught in the web of the bureaucratic spiders with no escape. These remarks are clearly illustrated in an article by Brophy, Maisto, Burstein and Chan (1977) whereby community action front-line workers are taught skills which would empower them on a more equal basis when faced with unilateral external evaluations from funding agencies.

The model provides, not only a means of escape, but of identifying the servants and the functions of their service to the populace. As such it realigns the teams of servants and masters. And as a tool in the hand of each citizen, it provides the means whereby he may exercise his citizenship - both in terms of its benefits and in terms of its responsibilities - and thereby lay hold on that power which still belongs to him under the current terms of the social contract.

CONCLUDING COMMENTS

Urban educators have no higher priorities than the facilitation of the effective learning of the rudiments of survival and citizenship on the part of urban populations and no more practical tool in the implementation of those priorities than the Advocate Counseling Model. Combining sound theory with on-the-job training, using every need and problem situation as a learning experience, drawing motivation from a person's own self-interest, being oriented to the present rather than the future, and gaining reinforcement from the success of one's own efforts, the Model is consistent with the highest in educational principles.

Urban education frequently defines itself in terms of the problems which face people who live in the cities. The Advocate Counseling Model encourages a definition of urban education in which learning consists of accurate problem identification and successful procurement of a solution through those institutions which are present in urban America for such purposes.

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